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17. ABSTRACT (MAX. 250 WORDS)

Presented is a report on what St. Louis, Missouri, and fifteen other cities having more than a 300,000 population are doing with respect to the use of bus transportation in relieving overcrowdedness relative to the process of desegregation and integration of the public schools. The report contains four sections: 1) A brief overview of the problem of bus transportation in St. Louis indicates its scope, magnitude, and cost, and outlines the population shifts which have been principally responsible for the situation. Bus transportation is indicated to be one of the measures of last resort in an emergency program. 2) A resume of practices being followed in the day-by-day operation of the program includes the supervision and conduct of children while loading and unloading buses and while on the buses, on the playground, in the classroom, and in the lunchroom. 3) A digest of the thinking and viewpoints of teachers, principals, parents, and citizens interviewed includes opinions on administrative arrangements, maintenance of democratic intergroup relations, and organization for instructional purposes. 4) A listing of suggestions and recommendations is based largely on other local and national actions which emphasize the objectives of instructional efficiency and democratic human relations. Data were collected by visits to other cities and through correspondence.

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# Study of Bus Transportation for Relief of Overcrowdedness in the St. Louis Public Schools

(A progress report of the committee appointed by the Superintendent to study and assess practices and procedures related to public school desegregation and integration.)

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May 28, 1962

Office of Education-EEOP
Research and Materials Branch

Bennett O. Stalvey

BOARD OF EDUCATION
of the City of St. Louis
911 Locust Street
St. Louis 1, Missouri

Office of
The Superintendent of Instruction

May 28, 1962

Re: Progress Report on Bus
Transportation Study

Mr. Philip J. Hickey
Superintendent of Instruction
Board of Education
911 Locust Street
St. Louis 1, Missouri

Dear Mr. Hickey:

In accordance with your instructions, the committee appointed by you to assemble and assess data and information on the status of public school desegregation and integration in St. Louis and other major cities of the country is currently studying, among other questions, practices and procedures now being followed in bus transportation of elementary school children for relief of overcrowdedness in the public schools of St. Louis. As the result of conferences with teachers, principals, directors, parents, and other citizens concerned and first-hand observations of a variety of lunchroom, playground, and classroom situations in schools to which children are being transported as well as inquiries into what is happening in fifteen other cities of more than 300,000 population in which bus transportation is being utilized for relief of overcrowdedness, the committee is of the conviction that further study of the many and changing facets of this problem would be desirable and useful. It believes, however, that on the basis of its findings thus far, there are certain suggestions which warrant consideration for immediate implementation and is, therefore, submitting a progress report.

Office of Education-EEOP
Research and Materials Branch

The first section of the report will consist of a brief over-view of the problem of bus transportation in St. Louis, indicating its scope and magnitude and cost, outlining the population shifts which have been principally responsible for the situation making necessary an emergency program for the relief of overcrowded schools, and showing bus transportation as one of the measures of last resort in that emergency program. The second section of the report will consist of a resume of practices being followed in day-by-day operation of the program including supervision and conduct of children at loading and unloading of buses and on the buses, playground situations, classroom situations, lunchroom situations, participation in schoolwide projects (extracurricular activities, if any), and instructional organization. The third section of the report will consist of a digest of the thinking and viewpoints of teachers, principals, parents, and citizens interviewed in regard to administrative arrangements (including organization of the school day), maintenance of democratic intergroup relations, and organization for instructional purposes. The fourth section of the report will consist of a listing of suggestions and recommendations based largely on what is being nationally as well as locally done and thought with primary emphasis on the objectives of instructional efficiency and democratic human relations. Data relative to what is being done and thought elsewhere was derived from visits to several major cities and from information obtained by correspondence from others.

## Section I. Background of Bus Transportation for Relief of Overcrowdedness

The following facts and figures relative to the bus transportation program in the St. Louis public schools are revelatory of its scope and magnitude. During the half-year beginning September, 1961, approximately 4400 regular public elementary pupils were transported to and from school on chartered Public Service buses.[1] Of this number, almost 4000 pupils were transported on 78 buses from the districts of ten overcrowded schools to 20 school buildings in which there was room. In addition, approximately 500 pupils, who lived at greater than walking distances from their respective district schools, were transported to and from those schools on seven Public Service buses. Transportation was to two high school buildings (Hadley and Vashon) in which space was available, three vacated elementary school buildings not needed for housing pupils in their respective neighborhoods (Waring, Wheatley, and Dessalines), and 15 other elementary school buildings in which there was room. Of the 78 buses utilized for relief of overcrowdedness, 61 were used to transport 3032 children, three-fourths of the total, from four school districts (Dozier, Emerson, Hempstead, and Laclede) in the area west of Union Boulevard and between Lindell and Natural Bridge Boulevards. It should be noted that 70 [2] transportable classroom units were erected during the summer and early fall of 1961 in such locations as to eliminate the necessity for transportation of approximately 2400 additional children on 50 additional buses. Had these transportables not been erected, there would have been need to transport approximately 7000 children on 135 buses instead of the 4400 children now being transported on 85 buses.

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[1] Because of mid-year promotions to high school, fewer pupils were transported the second semester than during the first. The directors of elementary education, however, estimate the number of pupils transported for overcrowding will be increased to 4800 in the fall.

[2] As of the present date, there are 77 transportable units in use in the system.

Cost of bus transportation for the current school year will not, of course, be available until June. During the past school year (1960-61), however, rental for bus transportation amounted to $165,336.60.[1] Since each bus load of children was supervised by a teacher mornings and afternoons at a cost of $3.70 per day, there was an additional expenditure of $43,486.71 for supervision. The $208,823.31 thus expended was reduced to $107,671.56 by state reimbursement of $101,151.75 or 15¢ per day per pupil riding. Since the average daily attendance of pupils riding the buses was 3746, the net cost of bus transportation for relief of overcrowdedness was $28.74 per child for the year or 16¢ per day per pupil riding. Each child and teacher riding the bus was insured against bodily injury to the extent of $1,500,000. The total cost of <u>all</u> pupil transportation for 1960-61, including transporting crippled children to Michael School and carfare for pupils to attend special schools for the physically and mentally handicapped and bus transportation for relief of overcrowdedness was $293,021.74, which was reduced to $173,520.79 by state aid for transportation amounting to $119,500.95.

Necessity for the type of emergency relief of seriously overcrowded schools outlined in the preceding paragraphs stemmed mainly from population shifts in the course of which the central section of St. Louis west of Union Boulevard, from which approximately 75% of the pupils transported for overcrowdedness came, was transformed during the past six years from a preponderantly white community of more or less average population density to a preponderantly Negro community with a much larger population[2] and a larger proportion of children in that population. This transformation came about from movement into the area of a number of Negro families and simultaneous

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[1] Statistics reported in this paragraph were obtained from the budget director. The $165,336.60 includes the bus transportation rental cost for both distance and overcrowding.

[2] A comprehensive analysis of population characteristics of this section of the city has been reported by the Metropolitan Population Project of Washington University's Social Science Institute, Dr. David J. Pittman, Director.

movement from the area to the county or to other parts of the city of the majority of white families living there. Owing to multiplex factors connected with demolition of houses in other sections of the city as part of urban renewal projects, a mounting birth rate, and a continuing influx of migrants from the South, the number of Negroes moving into the area appreciably exceeded the number of white families moving out, thereby creating a congested housing situation. Board of Education welfare workers report many houses in the area previously occupied by one family to be now occupied by three or four families. Besides being overpopulated, the neighborhoods of this section of the city are characterized by inadequacy of social services, recreational facilities, and cultural opportunities, as well as by increase in crime and delinquency and general under-employment. Attention should be directed to the fact, however, that resident in them are a number of families--white and Negro--of high cultural status. It is the experience of metropolitan centers throughout the country that forces of the nature here operative almost invariably produce the kind of community changes described.

It is likewise their experience that--as has been true here--this process of neighborhood transformation most frequently culminates in what is popularly called de facto "re-segregation" of previously desegregated schools--a fact which has during the past year especially been the subject of widespread discussion by school officials, newscasters, and commentators throughout the nation. These "re-segregated" schools reflect in general the social problems as well as the racial imbalance of the communities they serve. Children living in them go, for the most part, from overcrowded houses to overcrowded schools designed to accommodate the number of pupils normally to be found in a neighborhood of one-family residences. They go from traffic-laden streets on which safe and wholesome recreation is impossible to schools the gymnasiums and playgrounds of which are totally inadequate for present-day programs of physical well-being and recreation. As their parents move

from neighborhood to neighborhood, the children change from school to school, the turnover in some classrooms approaching 100% in a single year. The dearth of cultural influences in many of their homes causes numbers of teachers to regard the job of instructing them as doubly difficult and to seek assignment or transfer to neighborhoods of more favorable socio-economic background. The ever-present threat of molestation in school buildings or on the streets by roving bands of youths between the ages of 16 and 21 who are out of school and out of work necessitates unceasing vigilance and close cooperation with law enforcement personnel on the part of principals and teachers. The situations in these areas of cultural deprivation call for the highest calibre of teaching and administrative skills if these already educationally handicapped children are not to be further disadvantaged. Cities throughout the nation are more and more committing themselves to the policy of keeping the pupil-teacher ratio in these areas sufficiently low for the classroom units to be "teachable" and for each child to have at least one place in his daily experience where he is not lost in the crowd and where he can be treated and respected as an individual.

How to implement this policy with the maximum effectiveness possible under the circumstances has been a matter of prime concern to school administrators in St. Louis as well as elsewhere. Throughout the past five years our Division of Elementary Education has exerted strong efforts to do so, resorting to bus transportation only after all more acceptable techniques for keeping children in their own neighborhoods in classes sufficiently small to make possible proper instruction have been exhausted. (In this respect, too, our practices and procedures have paralleled those of other municipalities similarly situated.) Each director of elementary education has continuously studied his district from the viewpoint of re-zoning and has provided all possible relief through re-distribution of pupils. He has also studied each building in his district with the thought of creating additional classroom space through re-modeling where practicable and safe. Many class-

rooms have been so provided under the modernization program financed by proceeds of the 1955 Bond Issue. In addition, classrooms have been provided, where possible, by rental of suitable church buildings.[1] The Board, moreover, has utilized a considerable amount of the proceeds of the 1955 Bond Issue for erection of primary branch schools in overpopulated areas and has, as has been pointed out, utilized proceeds from the sale of school property in the Mill Creek area for erection of 70 transportable classroom units in the neighborhoods or on the grounds of the more crowded schools for the express purpose of preventing the need for additional transportation. It has repeatedly appealed to the electorate for authorization for funds to erect additional buildings in those neighborhoods where existing structures are inadequate and obsolescent--an appeal which on March 6 of this year received an affirmative response. Had it not been for these measures, the number of children being bused would be more than double what it is. The only technique for relief of overcrowded classrooms employed in other cities, but not here, has been that of "double-session"--having one set of children attend mornings and another set afternoons.[2] This technique has not been adopted here because parents, welfare workers, and school officials agree that, under conditions existent in St. Louis, placing two or three thousand children on the streets in the morning and two or three thousand children on the streets in the afternoon would be socially disastrous. The 4000 children transported the first semester of this year represent therefore the bare minimum necessary to reduce teacher load to the point which makes possible maintenance of reasonable educational standards.

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[1] Space has also been made available in certain high school buildings for housing upper grade pupils who live in walking distance.

[2] New York has 30,000 children on part-time, Philadelphia 4,000, and Baltimore 11,000. The trend is to decrease the number of children on part-time by increasing the number being transported by bus.

The purpose of the introductory statement of this progress report has been (1) to give a brief statistical over-view of the current program of bus transportation in the St. Louis public school system, (2) to direct attention to the population shifts and accompanying social changes which have been principally responsible for the situation making imperative a comprehensive emergency program for relief of overcrowded schools,* and (3) to show the place of bus transportation as one of the measures of last resort in that emergency program. Stress was laid on the fact that the motivating purpose of adoption of the bus transportation plan was fulfillment of the system's moral and legal obligation to provide proper educational opportunities for all the children of all the people by protecting them to the fullest extent possible from inadequate instruction due to overloaded classes. Stress was also laid on the fact that bus transportation is a temporary solution of a problem permanently soluble only by provision of additional and more modern facilities. It was further pointed out that reduction of class size, through bus transportation and other expediencies, plus conscientious attention to duty on the part of instructional personnel concerned, had made it possible for non-transported as well as transported children residing in the districts of these seriously overcrowded schools to suffer minimal educational loss. The chart on page 10, prepared by the Division of Pupil Welfare and Adjustment,

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* It should be re-iterated that the critically crowded situations which necessitated the immediate measures of relief described on the foregoing pages were brought about by factors beyond the control of school personnel. When the public elementary schools of St. Louis were desegregated in September, 1955, re-districting was so done that the enrollments of the now more crowded schools--Hempstead, Dozier, etc.--were within their building capacities and their pupil populations were racially well-balanced. The tripling of school population and the creation of de facto re-segregation in these school districts were, in the judgment of leading sociologists, subsequently brought about, directly or indirectly, through dislocation of families on account of urban renewal projects, multiple occupancy of houses formerly occupied by one family (frequently in violation of zoning ordinances), "block busting" techniques in connection with conversion from white to Negro occupancy, etc. Other major cities contacted report having had similar experiences.

shows the median grade levels achieved by 8H pupils of six schools involved in transportation in reading, arithmetic, and language sections of the Iowa Basic Skills Tests. As reported by data tabulated in the chart, these six schools, from which the majority of transported pupils presently come, have during the past three years not only maintained but on the whole improved the achievement scores of their 8H pupils in spite of the rapidly increasing population of their districts, the wholesale turnover of their pupils, and the unsettled socio-economic conditions of their neighborhoods. This is largely attributable (1) to emergency measures (including bus transportation) taken by the directors of elementary education to keep class size within "teachable" bounds and (2) to effective efforts on the part of teachers and principals of those schools to see that the pupils of their areas suffered minimal educational loss.

Median Grade Levels Achieved on Reading, Arithmetic, and Language Sections of Iowa Basic Skills Tests by 8-H Pupils in Six Selected Schools at the End of Eight Successive Terms

| | BATES | | | DOZIER | | | EMERSON | | | HEMPSTEAD | | | LACLEDE | | | RIDDICK | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | READ | ARITH | LANG | READ | ARITH | LANG | READ | ARITH | LANG | READ | ARITH | LANG | READ | ARITH | LANG | READ | ARITH | LANG |
| Jan. 1958 | 6-7 | 7-7 | 6-6 | 7-3 | 8-3 | 8-0 | 7-6 | 7-8 | 8-2 | 8-3 | 8-3 | 8-7 | 8-3 | 8-7 | 8-8 | 7-9 | 8-0 | 8-3 |
| June 1958 | 7-6 | 7-8 | 7-3 | 9-0 | 8-5 | 8-6 | 7-8 | 7-8 | 7-4 | 8-0 | 8-5 | 8-2 | 9-2 | 8-8 | 9-3 | 7-8 | 8-1 | 7-6 |
| Jan. 1959 | 7-6 | 8-1 | 7-9 | 8-7 | 8-6 | 8-4 | 7-1 | 8-0 | 7-6 | 7-8 | 8-6 | 8-5 | 8-5 | 8-0 | 7-9 | 7-6 | 7-7 | 7-5 |
| June 1959 | 8-2 | 8-2 | 7-2 | 7-9 | 8-5 | 7-8 | 7-7 | 8-0 | 8-4 | 8-3 | 8-5 | 8-6 | 9-0 | 8-6 | 8-9 | 8-1 | 8-3 | 7-9 |
| Jan. 1960 | 8-3 | 8-6 | 8-3 | 8-4 (1) | 8-5 | 8-2 | 7-9 | 8-4 | 7-9 | 8-6 | 8-4 | 8-7 | 8-9 | 8-7 | 9-2 | 8-0 | 8-1 | 8-2 |
| June 1960 | 8-2 | 8-1 | 8-6 | 8-8 | 8-7 | 8-6 | 10-5 (3) | 9-2 | 9-5 | 8-5 (2) | 8-2 | 8-5 | 8-3 | 8-8 | 8-4 | 8-5 | 8-6 | 8-2 |
| Jan. 1961 | 7-9 | 8-3 | 8-1 | 8-5 | 8-4 | 8-4 | 8-3 | 8-6 | 9-0 | 7-9 | 8-2 | 8-1 | 8-3 | 8-5 | 8-5 | 8-8 | 8-3 | 8-5 |
| June 1961 | 8-4 | 8-5 | 9-1 | 8-4 | 8-6 | 8-7 | 8-2 | 8-3 | 8-9 | 8-2 | 8-1 | 8-6 | 9-0 | 8-6 | 9-3 | 9-4 | 8-8 | 9-4 |

(1) Dozier 8-H pupils enrolled in Soldan Elementary Center for remainder of terms shown.

(2) Hempstead 8-H pupils enrolled in Vashon Elementary Center for remainder of terms shown.

(3) Emerson 8-H pupils enrolled in Hadley Elementary Center for remainder of terms shown.

## Section II. Practices Observed in Course of Field Observation

The question on which this report will next focus is the committee's findings in regard to specific ways in which the program of bus transportation functions from day to day. To gain a comprehensive concept of the program in action, the committee undertook a field study. This study involved observation by committee members of each aspect of the transportation operation, including supervision and conduct of children at loading and unloading of buses and on the buses, playground situations at the recess periods, classrooms situations, lunchroom situations, participation in special projects (extracurricular activities, if any), and instructional organization and procedures. It also entailed conferences with principals, teachers, and parents connected with the schools concerned, as well as interested citizens, in order to register as many viewpoints as possible. Included, likewise, was examination of room-grade data, time allotment schedules, and bus schedules. The purpose of the study was to ascertain exactly what goes on in this program in the course of the school day, as well as to ascertain the thinking of those primarily involved in the operation.

In most situations, the committee found that pupils to be transported assemble each morning at the sending schools. In a few situations, they are picked up at designated points along the route, either because of congestion of buses at the sending schools (1211 children on 23 buses, for example, went from the Hempstead School District) or because of the distances pupils live from their own district schools. In all cases of transportation for relief of overcrowdedness, a teacher is scheduled to arrive before the first child boards the bus, which is some time between 8:01 and 8:30 a.m. At some schools, teachers are scheduled to report at 8 a.m.; at others, ten minutes

before the bus is scheduled to arrive; and at still others, simply some time before the bus is scheduled to arrive. The teacher scheduled for bus duty supervises pupils waiting for the bus, sees that they are properly sheltered in inclement weather when they assemble at the school (and, whenever possible, elsewhere), and that they board the bus in an orderly manner. She then rides with them to the receiving school, of which she is a faculty member; The teacher receives extra compensation ($3.70 per hour) for this service. She is furnished with the name of a substitute (also a teacher on the faculty of the receiving school) whom she is to notify directly in the event she finds it necessary to be absent. The principal of the sending school is responsible for seeing that the loading and seating of children on the bus at his building is properly done.

The committee found the loading and seating of pupils orderly and their decorum acceptable. Principals and teachers report that this is generally the case. In most instances, boys and girls ride on the same buses. In the case of one school (the Dozier), the principal found it advisable for them to ride separately. The committee has also found that in most cases, each child was provided with a seat and that in one or two cases where there were standees, the principal was taking up with his director the securing of an additional bus. The average number of pupils per bus load was 50. Two factors which make continuous adjustment necessary are (1) that the size of bus sent for a given group of pupils tends to vary from day to day (a 50-passenger bus one day and a 40-passenger bus the next) and (2) that after transportation begins enrollment tends to increase. The length of time scheduled for the morning trip varies from 8 to 32½ minutes, the median being 20 minutes. In all but two situations (the Fremont and the St. Louis

Christian Home), the pupils transported for relief of overcrowdedness to regular elementary schools were predominantly Negro, the elementary schools to which they were being transported predominantly white.

The committee found that the buses are scheduled to arrive each morning at the receiving schools between 8:20 and 8:45, most of them arriving shortly in advance of the time due, except on days of unusually inclement weather. Since local pupils are generally assembled in their rooms by 8:40, this in some cases results in transported pupils reaching their classes several moments late. In some cases, however, they reach their classrooms at essentially the same time as local pupils. Teachers accompanying the pupils reach their classrooms at the same time as their pupils, making it difficult for them to put up work for their classes in advance. Children transported to high school buildings (Hadley and Vashon) are handled in completely separate groups by their own teachers.* Pupils transported to vacated elementary school buildings (Dessalines, Waring, and Wheatley) pass in general to their respective rooms grouped as they would have been had they remained at their sending schools. Pupils transported to other elementary schools are, with two exceptions (Blow and Rock Spring), handled for instructional purposes as separate units with very few deviations from this pattern. Pupils transported from distant parts of their own school districts pass into classrooms with other children of their respective grades. This includes one hundred seventh and eighth grade children transported from the Windsor Area to the Woerner School. A complete bus transportation schedule for the first semester of this year, showing the sending schools, the receiving schools, the numbers of pupils transported, and the number of buses used together with their times of arrival and departure, appears on the following pages.

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* There is a supervising teacher in charge of each elementary unit housed in a high school building.

Bus Transportation 1961-62
First Semester

| Sending School | Receiving School | No. of Pupils | Bus No. | Bus Schedule | | |
|---|---|---|---|---|---|---|
| | | | | Time of Departure | Arrival | Travel Time |
| Schroeder Area | Gardenville | 46 | 1 | A.M. 8:20 3/4 | 8:24 3/4 | 4 Min. |
| | | | | P.M. 3:35 | 3:41 | 5 3/4Min. |
| Dunbar | Waring | 173 | 1 | A.M. 8:29 | 8:37 | 8 Min. |
| | | | | P.M. 3:15 | 3:25 | 10 Min. |
| | | | 2 | A.M. 8:29 | 8:38 | 8 Min. |
| | | | | P.M. 3:15 | 3:27 | 10 Min. |
| | | | 3 | A.M. 8:25 | 8:33 | 8 Min. |
| | | | | P.M. 3:15 | 3:25 | 10 Min. |
| Windsor Area | Windsor | 194 | C | A.M. 8:15 ¼ | 8:25 | 8 ¼ Min. |
| | | | | P.M. 3:35 | 3:47 ¼ | 10 3/4Min. |
| Bates | Dessalines | 271 | 1,2,3, & 4 | A.M. 8:30 | 8:40 | 10 Min. |
| | | | | P.M. 3:20 | 3:32 | 12 Min. |
| Arlington | Walnut Park | 154 | 1,2,3, & 4 | A.M. 8:24 ½ | 8:35 ½ | 11 Min. |
| | | | | P.M. 3:17 | 3:28 | 11 Min. |
| Windsor Area | Windsor | *** | D | A.M. 8:11 | 8:25 | 12 Min. |
| | | | | P.M. 3:35 | 3:49 | 12 Min. |
| Windsor Area | Woerner | 181 | B | A.M. 8:18 ½ | 8:33 | 12 ¼ Min. |
| | | | | P.M. 3:35 | 3:49 | 11 3/4Min. |
| Laclede | Walbridge | 228 | 1,2,3, & 4 | A.M. 8:28 ½ | 8:43 | 14 ½ Min. |
| | | | | P.M. 3:18 | 3:32 | 14 Min. |
| Christian Home | Mark Twain | 47 | 1 | A.M. 8:05 | 8:20 | 15 Min. |
| | | | | P.M. 3:35 | 3:45 ¼ | 10 Min. |

*** Total number of pupils being transported from a given sending school to the same receiving school is reported the first time the two schools are listed.

| Sending School | Receiving School | No. of Pupils | Bus No. | Bus Schedule<br>Time of Departure | Arrival | Travel Time |
|---|---|---|---|---|---|---|
| Laclede | Herzog | 106 | 1 & 2 | A.M. 8:23<br>P.M. 3:13 | 8:38<br>3:28 | 15 Min.<br>15 Min. |
| Riddick | Rock Spring | 171 | 1,2, & 3 | A.M. 8:23<br>P.M. 3:30 | 8:38<br>3:45 | 15 Min.<br>15 Min. |
| Emerson | Hadley Elem. | 387 | 8 | P.M. Mon., Tues., Wed., & Thurs.<br>12:40 | 12:55 | 15 Min. |
| Laclede | Mark Twain | 64 | ½ | A.M. 8:14<br>P.M. 3:10 | 8:30<br>3:28 | 15 Min.<br>18 Min. |
| Dozier | Gratiot | 107 | 1 & 2 | A.M. 8:24<br>P.M. 3:15 | 8:39<br>3:35 | 15 Min.<br>20 Min. |
| Windsor Area | Woerner | *** | A | A.M. 8:06 ½<br>P.M. 3:35 | 8:24 ½<br>3:50 | 15 3/4Min.<br>12 ¼ Min. |
| Chain of Rocks | Baden | 50 | 1 | A.M. 8:02 3/4<br>P.M. 3:35 | 8:20<br>4:02 | 15 3/4Min.<br>25 ¼ Min. |
| River des Peres | Nottingham | 52 | 1 | A.M. 8:06 ¼<br>P.M. 3:35 | 8:26<br>3:51 ¼ | 16 ¼ Min.<br>14 ¼ Min. |
| Emerson | Hadley Elem. | *** | 1,2,3,4,5,6, & 7 | A.M. 8:26<br>P.M. 3:10 | 8:44<br>3:25 | 18 Min.<br>15 Min. |
| Laclede | Mark Twain | *** | 1 | A.M. 8:14<br>P.M. 3:09 | 8:32<br>3:27 | 18 Min.<br>18 Min. |
| Hempstead | Wheatley | 298 | 1 | A.M. 8:24<br>P.M. 3:20 | 8:42<br>3:40 | 18 Min.<br>20 Min. |
| Fremont | Blow | 75 | 1 & 2 | A.M. 8:06<br>P.M. 3:05 | 8:25<br>3:25 | 19 Min.<br>20 Min. |

*** Total number of pupils being transported from a given sending school to the same receiving school is reported the first time the two schools are listed.

| Sending School | Receiving School | No. of Pupils | Bus No. | Bus Schedule<br>Time of Departure—Arrival—Travel Time | | | |
|---|---|---|---|---|---|---|---|
| Emerson | Waring | 95 | 1 & 2 | A.M. 8:22<br>P.M. 3:15 | 8:42<br>3:25 | 20<br>10 | Min.<br>Min. |
| Laclede | Lowell | 115 | 1 & 2 | A.M. 8:15<br>P.M. 3:15 | 8:35<br>3:35 | 20<br>20 | Min.<br>Min. |
| Hempstead | Wheatley | *** | 2 | A.M. 8:24<br>P.M. 3:20 | 8:44<br>3:40 | 20<br>20 | Min.<br>Min. |
| | | | 3,4,5, & 6 | A.M. 8:25<br>P.M. 3:20 | 8:45<br>3:40 | 20<br>20 | Min.<br>Min. |
| Dozier | Waring | 212 | 1,2,3, & 4 | A.M. 8:16<br>P.M. 3:15 | 8:36<br>3:35 | 20<br>20 | Min.<br>Min. |
| Dozier | Mason | 137 | 1,2, & 3 | A.M. 8:22 ½<br>P.M. 3:17 | 8:42 ½<br>3:39 | 20<br>22 | Min.<br>Min. |
| Hempstead | Wilkinson | 71 | 1 & 2 | A.M. 8:25<br>P.M. 3:20 | 8:45<br>3:45 | 20<br>25 | Min.<br>Min. |
| Laclede | Walbridge | *** | ½ | A.M. 8:13<br>P.M. 3:18 | 8:35<br>3:38 | 21<br>19 | Min.<br>Min. |
| Hempstead | Kennard | 143 | 1,2, & 3 | A.M. 8:14<br>P.M. 3:15 | 8:35<br>3:45 | 21<br>30 | Min.<br>Min. |
| Hempstead | Vashon Elem. | 583 | 4 | A.M. 8:22 ½<br>P.M. 3:20 | 8:45<br>3:44 ½ | 22<br>24 | Min.<br>Min. |
| | | | 5 | A.M. 8:22<br>P.M. 3:20 | 8:45<br>3:43 | 23<br>23 | Min.<br>Min. |
| | | | 3 | A.M. 8:22<br>P.M. 3:20 | 8:45<br>3:44 ½ | 23<br>24 | Min.<br>Min. |

*** Total Number of pupils being transported from a given sending school to the same receiving school is reported the first time the two schools are listed.

| Sending School | Receiving School | No. of Pupils | Bus No. | Bus Schedule<br>Time of Departure | Arrival | Travel Time |
|---|---|---|---|---|---|---|
| Hempstead | Vashon Elem. | *** | 2 | A.M. 8:20<br>P.M. 3:20 | 8:44<br>3:45 | 23 ½ Min.<br>24 ½ Min. |
| | | | 7 | A.M. 8:20<br>P.M. 3:20 | 8:45<br>3:45 ½ | 24 Min.<br>25 Min. |
| Hempstead | Mallinckrodt | 103 | 1 & 2 | A.M. 8:20<br>P.M. 3:20 | 8:45<br>3:45 | 25 Min.<br>25 Min. |
| Hempstead | Vashon Elem. | *** | 1,6,8,9, & 10 | A.M. 8:20<br>P.M. 3:20 | 8:45<br>3:45 | 25 Min.<br>25 Min. |
| Dozier | Long | 126 | 1,2, & 3 | A.M 8:13<br>P.M. 3:18 | 8:40<br>3:48 | 27 Min.<br>30 Min. |
| Laclede | Wade | 69 | 1 & 2 | A.M. 8:13<br>P.M. 3:18 | 8:43<br>3:48 | 30 Min.<br>30 Min. |
| Dozier | Gardenville | 188 | 1,2,3, & 4 | A.M. 8:01 ½<br>P.M. 3:17 | 8:35<br>3:57 | 32 ½ Min.<br>40 Min. |

*** Total number of pupils being transported from a given sending school to the same receiving school is reported the first time the two schools are listed.

The numbers of middle grade children transported from overcrowded elementary schools to other elementary schools were: 567 in the fourth grade, 512 in the fifth grade and 643 in the sixth grade. The numbers of local pupils in the same grades were: 404 in the fourth grade, 446 in the fifth grade, and 458 in the sixth grade. The 1049 pupils from overcrowded elementary schools transported to previously vacated elementary school buildings were in the following grades: 115 in the fourth grade, 380 in the fifth grade, 331 in the sixth grade, 52 in the seventh grade, and 171 in the eighth grade. The 970 pupils transported from overcrowded elementary schools to high school buildings were all in the sixth, seventh, and eighth grades: 228 being in the sixth grade, 328 in the seventh grade, and 414 in the eighth grade. The 450 children transported from distant parts of their own school districts were of all classifications since their bus assignments were based on place of residence rather than on grade.

Examination of daily school records by members of the committee revealed regularity of attendance on the part of the pupils transported. This was corroborated by statements of principals and directors. Several principals reported that on occasions when transported pupils of their schools miss the bus, they frequently walk or ride to school on their own initiative. One principal volunteered the information that in the case of his particular school the percentage of attendance of the bused group of children was superior to that of the local. Conduct of the pupils in the classrooms and elsewhere on the school premises appeared to be and was reported by principals and teachers as what would normally be expected in a group of children their ages. Directors interviewed reported that suspensions among them were relatively few--about what would be expected of the same number of pupils in a local situation. Several teachers mentioned the fact, however, that in their groups were several over-age mentally retarded

pupils who had been recommended for special classes and who were on the waiting lists for such classes. They expressed belief that the early transfer of such pupils would make their problems of instruction and management less difficult. They also expressed the opinion that such children had more than usual difficulty in adjusting to a transportation situation.

As previously indicated, where pupils were transported into elementary schools by grades, instruction in basic subjects was in the very great majority of instances in separate classes. One exception noted was the Rock Spring School, where bused and local pupils were to some extent placed in the same classes for basic instruction. Local and transported pupils were also to some extent combined in the same classes at the Blow School. It was the observation of the committee and the report of teachers and principals that this had worked out satisfactorily in both of these schools. In cases where pupils were transported on the basis of residence rather than grade classification and in the cases of pupils living at distant points within their own school districts being transported to their home schools, they were, of course, instructed in the same classes with non-transportees. In certain instances, also, transportees by grade received instruction in music--vocal and instrumental--physical education, and remedial reading along with pupils of the receiving schools. This, too, was reported by principals and teachers as working satisfactorily. The majority of sending and receiving schools do not have after-school extracurricular activities, but transported pupils have, in certain areas, participated in school bands, worked on the school paper, and participated in other schoolwide projects. Where P.T.A. groups have made purchases of instructional materials, such as workbooks for reading, and donated candy at Christmas, such materials have been purchased for transportees as well as local pupils.

The committee found differing practices in regard to handling transported and local pupils during the morning and afternoon recess periods. In a number of schools, where it was necessary to have two recess periods, they were held by floors, transported pupils and local pupils going to the yard at the same time. In a number of instances where recess periods were held in the yard at the same time, designated spots in the yard were assigned to the various rooms, each room having its specific location. This resulted in de facto separation of transportees and non-transportees, since transportees at the school were taught in separate rooms. In still other instances, e.g., Blow, transportees and local pupils have their recesses at the same time, the yard being divided by boys and girls, thus resulting in integration of transportees and non-transportees. In still others, e.g., Rock Spring, the committee noted somewhat flexible separation of the yard largely on the basis of sex, size, and activity in such a way that the teachers on yard duty were in charge of a more or less completely integrated situation. In some instances, e.g., Mark Twain, the committee found teachers being given the option of keeping their children in their rooms or of permitting them to go out for an afternoon recess. Sixth, seventh, and eighth grade pupils in attendance at Hadley were provided a recess period at the time the school yard was not being utilized by high school pupils.

As regards arrangements for lunch periods, the committee found that at most schools transported and local pupils ate at different periods of the day, transported pupils generally having a half-hour period sometime before 12:00 and local pupils eating between 12:00 and 1:00. The reasons reported for this arrangement were (1) the inadequacy of facilities and (2) the fact that parents of transported pupils were desirous of having their children return to the sending schools in time to accompany younger children home, thus making a half-hour lunch period necessary in order for children to have a full six-hour day.* In one school, however, transported

and local pupils ate at the same period and were separated according to rooms. In another, transported and local pupils ate at the same period, pupils bringing their lunches eating in one room and pupils purchasing theirs in another. This resulted in a more integrated situation. Elementary children housed in high school buildings were given separate half-hour lunch periods between 11:00 and 12:00, primarily because of the incapacity of the lunchrooms to accommodate all children of the school at the same time. In practically all cases, transported children are required to remain on the school premises throughout the noon period. Principals and teachers believe this regulation is essential to the safety of the children and their protection from molestation or getting into difficulties in an unfamiliar neighborhood. Parents, too, approve this policy. The majority of teachers of transported pupils with whom the committee members talked stated that they were required to stay with their pupils during the noon period, thus giving them little or no time to eat their lunches away from the pupils or to have a break in the course of the day.

The committee found the afternoon dismissal of transportees carefully supervised by principals and teachers and orderly and decorous. The time of dismissal of transportees from receiving schools varied from 3:15 to 3:30. At one high school -- Hadley -- dismissal was at 3:10. At another -- Vashon -- it was at 3:20. Supervising teachers at both of these elementary units were of the opinion that dismissal of elementary school pupils before dismissal of high school students (at 3:15) conduced to better order. The majority of transported children leaving elementary schools did so on the average at 3:15 and arrived at their sending schools or in their home

* This difference of schedule not only resulted in separate lunch periods for local pupils and transportees but also in minimization of contact between the two groups throughout the day.

neighborhoods a little before or after 3:30. The length of time scheduled for the afternoon trip varies from 10 to 40 minutes, the median being 20 minutes. Except in cases of inclement weather, buses arrived promptly at the home school -- frequently before the time scheduled. Teachers supervised the dismissal from the buses and remained in the school neighborhood until children were well on their ways home. The dismissals observed by committee members were orderly, pupils proceeding towards their homes in a decorous manner. Principals report that this is generally the case.

This, in broad outline, is the picture of bus transportation for relief of overcrowdedness in the St. Louis system as observed by committee members, beginning with the supervised loading and transportation of pupils to their receiving schools, continuing with their arrival at those schools and grouping for instructional, recreational, and lunch periods, and concluding with their supervised transportation back to their home neighborhoods and dismissal. The committee was impressed with the fact that teachers and principals were working conscientiously and earnestly to do the best possible job under the circumstances and that the pupils were orderly and working industriously. The contacts between local pupils and transported pupils which the committee observed were of a cordial, friendly nature. The committee noted, however, that, from the viewpoint of school organization, local and transported pupils were, with relatively few exceptions, handled as completely separate groups in instructional, recreational, and lunch activities and that there was little contact between them.

## Section III. Some Suggestions Made and Viewpoints Expressed by Principals, Teachers, Parents, and Interested Citizens

In addition to obtaining first-hand information on the bus situation in operation, the committee sought to sample the thinking of teachers, principals, parents, and other citizens involved on questions pertaining to overall arrangements and to intergroup and interpersonal relations among pupils and teachers. The committee found among teachers and principals a highly professional attitude characterized by deep personal interest in the children as individuals as well as by concern for their educational growth. All displayed eagerness to cooperate beyond the call of duty in order to safeguard and promote the welfare of children. It should be recorded that the attitudes of the teachers, principals, parents, and other citizens interviewed revealed, on the whole, an understanding and appreciation of the fact that bus transportation for relief of overcrowdedness represents an, on the whole, effective attempt on the part of the Division of Elementary Education to maintain a class size sufficiently small to minimize educational loss. Suggestions offered and viewpoints voiced in the course of the interviews were of constructive rather than destructive nature and pointed towards amelioration of a situation which it was hoped would be temporary. Teachers especially were cognizant of the fact that a number of suggestions made were already in successful operation in some or all schools involved in transportation and spoke appreciatively of measures being taken by their principals to create improved educational conditions. Following are some frequently made comments and suggestions which typify the general viewpoint of those interviewed:

1. The Elementary School as a Neighborhood Institution. Principals, teachers, and parents--as well as citizens--expressed conviction that elementary schools should be neighborhood institutions. Parents of middle grade children, especially, were of the opinion that while transportation was unquestionably preferable to over-sized classes and above all to double-sessions, no effort should be spared to provide first-class basic education for every child in close proximity to his own home at the earliest possible date. Chief among the reasons stated for this belief were (a) the difficulty of school-parent cooperation for educational purposes and parental participation in P.T.A. activities when schools were remote from their homes, (b) the problems created by a child becoming ill in a distant neighborhood, and above all (c) the feeling of rootedness and sense of belonging and security which come to a young child from attendance at a school which is an integral, dynamic part of his community environment. It should be noted, on the other hand, that parents of seventh and eighth grade children transported to high school buildings were not nearly as vocal in this respect as parents of smaller children. Several of them, in fact, indicated that their children had profited by the experience.

2. Transportation to Nearest Available School. The majority of parents, principals, and teachers interviewed expressed the belief that in designation of schools to which transportation is to be made nearness to the home school should, as far as possible, be a prime consideration. They were of the judgment that an effort should be made to hold to a minimum the number of pupils transported more than 25 minutes traveling time.[1] Where children are transported shorter distances, it is easier, they felt, to work out for them a normal school day.

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[1] The a.m. travel time for 85% of the pupils transported was less than 25 minutes. The median a.m. travel time was 20 minutes.

3. Relative Number of Transported and Local Pupils per Class or Grade. There was general belief that efforts should be made, to the extent that numbers permits, to transport to a given school fewer children of a given grade or class than there were local children of that same grade or class in the school. This point of view is held both here and elsewhere. The Open Enrollment Plan of New York City, for example, contains a proviso to that effect. One suggestion submitted in this respect was that consideration be given to more transportation of children by city blocks or areas rather than by grade classification.

4. Organization of School Day. One recurring suggestion from teachers of pupils transported to other elementary schools was for re-arrangement of the general schedule in such a way that teachers might have some break during the day--especially time to eat lunch away from their pupils.* It was felt that re-study of recess and lunch arrangements in each school might reveal possibilities of giving these pupils a school day closer to that outlined in the regulations of the instruction department for regular elementary schools. If provisions could be made for transported and local pupils to have their lunch and recess periods at the same time, all teachers would then be able to take their turns at duty assignment. This procedure was found to be already in effect at a few of the schools studied where bus runs were short. Several principals also expressed concern at the tension-producing type of day experienced by their teachers, believing that normalization of the school day would lead to better teacher health as well as improved instructional efficiency. Supervising teachers of pupils transported to high school buildings suggested that their school day should be tailored to dovetail with the high school program, including a half-hour lunch period, a recess, and dismissal at such time as to avoid their leaving the building at the same time as the high school students. The majority of principals of sending schools

* This suggestion has already been declared effective.

opinion that having bused children delivered to the school at the same time other children were being dismissed (3:30) tended to create disorder and hazards. They stated that their experience was that when bused children came a little later, they could arrange for the few kindergarten children waiting for brothers or sisters to wait inside.

5. Making Every Child and Teacher an Integral Part of School. One point emphaszied and re-emphasized by principals, teachers, parents, and interested citizens was the importance of giving each individual child and teacher a sense of inclusion and belonging--a feeling of full-fledged citizenship in the school. This was frequently referred to as being fundamentally important in any acceptable program of democratic education. Principals, in general, indicated that they and their teachers were devoting a great deal of thought to devising ways and means of realizing this end. Measures mentioned by individual principals as means of doing so include provision of the same noon and recess periods for transportees and local pupils, integration of all pupils of the school in special schoolwide activities, such as athletic teams, school choir, and school paper, and arranging for instruction of transportees and local pupils in the same classes in basic skill subjects and in vocal and instrumental music, physical education, and remedial reading. Several principals and teachers stressed the fact that they are making particular efforts along this line because, while bus transportation is a temporary expedient, the presence of two or more groups of children in one building, whether those groups are of the same or different ethnic background, does afford valuable opportunity to promote wholesome mutual respect and establish healthy intergroup relations. It was felt by several principals as well as by several interested citizens that with the pattern of residential segregation we have, this may be the only intergroup

contact of this nature many of these children will experience in the course of their school careers and that no matter how brief the individual's experience in such a situation may be, concerted efforts should be made to see that the greatest possible values from the viewpoint of education in human relations are realized therefrom.

6. Assignment of More Mature Pupils to High School Buildings. It was the general consensus among parents, principals, and teachers that pupils below the sixth grade level should not be transported to high school buildings.[1] Parents particularly appeared strongly concerned in regard to this point, expressing the belief that exposure of younger children to the high school environment exercised too accelerative an influence on their personality development. They stated, however, that they had in some instances noted beneficial effects of such exposure on older seventh and eighth grade pupils.

7. Teacher Selection. Principals and supervising teachers were as a group unanimous in their praise of the cooperative spirit and efforts of the teachers assigned to work with transported pupils. Several principals alluded to the fact, however, that in their particular schools there was a preponderance of substitute and inexperienced teachers. They suggested that since these assignments were among the more difficult in the system, consideration be given to securing a higher percentage of experienced teachers pointing out that much of the success of the transition of 1954-1955 may be attributed to assignment of a number of such teachers at strategic points.[2]

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1 During the current school year, schedules were so arranged that no pupils below sixth grade level were transported to high school buildings.

2 Directors of the schools involved strongly concurred with this suggestion.

They also suggested the possibility of providing additional consultant service in the field of human relations for the purpose of helping principals and teachers of individual receiving schools work out their problems of intergroup relationships in accordance with soundest psychological and sociological principles.

8. Transfer from Program of Mentally Retarded Pupils. Teachers of transported pupils indicated that, on the whole, the conduct and effort of these pupils were satisfactory, which was also the observation of the committee members. Several teachers made the suggestion, however, that if overage mentally retarded transportees who had been tested and found eligible for special classes for the mentally retarded were given priority of assignment to such classes, their problems of instruction and guidance would be materially reduced. Such mentally retarded pupils, they pointed out, have trouble adjusting to a regular school situation and, therefore, find it doubly difficult to adjust to a situation requiring transportation. Their removal at the earliest practicable date would be to their own best interest, as well as to the best interest of the total transportation situation.

9. Provision for Pupils to Remain Reasonable Lengths of Time at the Same School. Principals suggest that since conditions are at present such that all elementary school children above third grade in certain sections of the city have to be transported, arrangements be made for them to continue at the same school during at least their middle grade experience rather than be transported to one school one year and another school the next. This would eliminate the necessity for pupils to make constant re-adjustment and would at the same time afford principals and teachers greater opporutnity to guide and supervise their educational development. It was felt to be especially important that the school should be a stabilizing factor, in light of the fact that the families of many of these boys and girls so

frequently change their places of residence. Another suggestion made was that since some vacated elementary school buildings (such as Dessalines, Waring, and Wheatley) are being utilized for housing bused pupils, the general policy be to house as many pupils from one school as possible in such a building, thus creating, other things being equal, a better educational situation than if pupils from that school were scattered in four or five buildings throughout the city.

10. Clarification of Policies. Several principals volunteered the suggestion that since transportation, though temporary, will probably continue for some time to come, a written clarification of policies respecting its operation would be helpful. Some items recommended for inclusion in such a clarifying statement were time for teachers to report for supervisory bus duty, responsibilities of teachers to sending and receiving principals, lunch room and recess policies, dismissal time, organization of the school day, arrangements in cases of teacher absences, and handling of pupils on days buses do not run on account of weather conditions.

## Section IV. Policy Recommendations: Some Guiding Operational Principles

The first part of this progress report--which was a comprehensive review of the total situation--attempted to delineate the background or setting of bus transportation for relief of overcrowdedness as it today exists in the St. Louis public schools, indicating its scope and magnitude, as well as its purpose as one of the measures of last resort for creating a "teachable" class size in a seriously overcrowded situation. The second part of the report represented an attempt to give a picture of the program in daily operation, indicating, as of the dates observations were made, the ways its various facets are being handled in the schools. The third part consisted of a general resumé of thoughts, feelings, and viewpoints of parents, teachers, principals, and interested citizens interviewed who were in one way or the other involved in the program. In the fourth and final section, the committee is submitting for consideration twelve recommendations growing out of its study of the problem's background, its observation of the program in action, and the viewpoints of those involved in it as recorded in the first three divisions of the report.

Before proceeding to list the recommendations, the committee would like to make the following statements in regard to the viewpoints from which it submits them:

1. The committee is in agreement with the practically unanimously expressed opinions of parents, teachers, principals, directors, interested citizens, and educational authorities in cities above 300,000 population throughout the country that the elementary school should be a neighborhood institution and that everything possible should be done to provide every child adequate school facilities within walking distance of his home.

2. The committee is also in accord with the equally unanimously expressed viewpoint of local parents and educators that bus transportation as a temporary emergency measure is unquestionably preferable to over-sized classes and, above all, to "double-sessions."

3. The committee realizes that during the interval in which efforts are being made to utilize the proceeds of the bonds authorized on March 6 to relieve overcrowdedness, bus transportation will have to continue, with overcrowdedness in certain sections of the city probably becoming worse before becoming better. The committee is of the opinion that no matter how brief this interval may be, no effort should be spared to see that all children transported by bus have--under intelligent guidance--not only the most effective possible instruction in basic skill subjects but also the most genuinely significant experiences in democratic intergroup relationships, whether the groups involved are of the same or different ethnic backgrounds.

4. The committee is in agreement with the viewpoint repeatedly expressed to it by white and Negro citizens as well as by specialists in human relations and officials of organizations established to promote wholesome intergroup relations that enforced segregation is psychologically injurious and that it is most injurious when the groups separated are on the

same premises. It is, in this connection, in complete agreement with the psychological principle enunciated in the Supreme Court's Decision of 1954 (and immediately implemented by the St. Louis Public School System with effectiveness which won international acclaim) that to separate Negro children "from others of similar age and qualification solely because of their race generates a feeling of inferiority as to their status in the community that may affect their hearts and minds in a way unlikely ever to be undone".

5. The committee further believes that since leading educators throughout the nation are today deploring the fact that segregation practices in the field of housing are, in many places, making impossible the sort of school integration they deem desirable, it is consistent with their pronouncements and an added indication of the good faith of the profession if when groups of pupils of differing ethnic backgrounds are housed under the same roof, our schools are strongly encouraged to perform a truly creative integrative job and aided in their efforts to do so by provision of the services of human relations experts (local and national).

6. The committee is, finally, in unanimous agreement with the nation-wide trend in the cities it has contacted thus far towards classifying transported pupils--to the fullest possible extent--into classes with local pupils, especially if transportation of these pupils is of more than a year's duration.

Approaching the problem from such an angle, this committee regards it as important to present for consideration certain recommendations which, in its judgment, embody the guiding operational principles expressed in the foregoing statements. These operational principles--which are in no wise all-inclusive--are based upon its study of current educational thought and practice on the national as well as the local level. They are, in its opinion, composite of the best judgment of thoughtful educators who are at

work upon the problem in the field. Every one of them has been in successful operation here or elsewhere and is in accordance with accepted principles of human relations. In fact, the majority of them have been contributed by principals, teachers, and parents connected with St. Louis schools receiving transported pupils. These principles fall in general under the headings of (1) administrative framework (including organization of the school day), (2) establishment of democratic intergroup relations, and (3) organization for instructional purposes.

They are as follows:

1. Organization of the School Day.[1] Principals should take all possible measures to see that the school day for all pupils in regular elementary schools receiving transported pupils conforms with that outlined for regular elementary school pupils in the regulations of the Instruction Department. The school day for pupils transported to high school buildings should be modified from the viewpoints of lunch period, recess, and dismissal time to dovetail with the high school schedule.

The foregoing recommendation is already in effect. At a meeting of elementary school directors, members of this committee, and the Deputy Superintendent of Instruction, the following statements of policy pertaining to organization of the school day in schools receiving pupils transported for relief of overcrowdedness were agreed upon and declared to be in effect:

A. Organization of School Day for Pupils Transported to Regular Elementary Schools for Relief of Overcrowdedness:

1. Bused pupils transported to regular elementary schools will continue to be given a full six-hour school day.

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1 The Deputy Superintendent has already issued instructions putting this first recommendation into effect.

2. They are, to the fullest possible extent, to have their noon, recess, and lunch periods at the same times as if they were local pupils of the school rather than local pupils having their noon and recess periods at one time and transported pupils at another.
3. If allocation of playground space becomes necessary for the purpose of an orderly recreational program during the recess or noon periods, such allocation of space shall not be made on the basis of transportees and local pupils.
4. All teachers of the school--regardless of whether their duties are primarily with local or transported pupils--are to take their regular turns at supervisory duties at the noon and recess periods, thus giving each of them to the greatest possible extent opportunities for some recess breaks and for lunch away from their pupils.
5. Where, because of insufficiency of facilities the principal finds it necessary to schedule more than one lunch period or to allocate space in the lunchroom, the division of pupils is to be made on some basis other than that of transportees and non-transportees.
6. For the safety and protection of transportees, they are to be required to remain on the school premises during the noon period.

7. Transported pupils are, in every case possible, to be given the same length of noon period as local pupils. Whenever it is necessary in order to do this and at the same time provide a full six-hour school day, principals are to confer with their directors to re-arrange bus schedules and communicate with authorities who control crossing guards to insure the safety of children returning to their neighborhoods. All possible measures are to be taken to insure the safety of children. Schedules are to be so arranged that pupils will be back in their home neighborhoods not later than 3:50 p.m.

B. Organization of School Day for Pupils Transported to High School Buildings for Relief of Overcrowdedness:

1. Elementary school pupils transported to high school buildings for relief of overcrowdedness are also to be given a full six-hour school day.
2. The school day of these pupils is to be tailored to dovetail with the high school program, including a half-hour lunch period beginning, in every case possible, not earlier than 11:15, a recess period, and dismissal at such hour as to have the transported pupils leave the building at a time different from that at which high school pupils are dismissed.
3. The time suggested for dismissal of elementary school pupils transported to high school buildings is 3:05 p.m.

It was also unanimously agreed that directors would continue to work closely with the principals of their districts to see that each of the foregoing provisions is implemented to the fullest possible extent and in an atmosphere of wholesome human relations.

It was, in addition, agreed that other integrative practices now in effect in receiving schools such as participation of transported pupils in after-school activities, in every situation where it is possible, and in school picnics, and of their parents receiving notices of P. T. A. and similar meetings will be continued.

2. Continuation and Intensification of Efforts to Create Inclusive Democratic School Climate: Making Every Child, Teacher, and Parent an Integral Part of the School. All possible measures should be taken to give every pupil, parent, and teacher of the school a sense of inclusion and belonging--a feeling of full-fledged citizenship and participation. To this end, there should be intensification of efforts to bring about fullest possible integration on the playground,* in schoolwide projects, in parent meetings, in faculty meetings, and in all other aspects of school life. Parents should be encouraged to visit the school to the fullest extent possible in regard to the work of their children.

3. Number of Pupils Transported. Plans should be formulated so that, to the degree it is possible, the number of transported pupils of a given grade enrolled in a receiving school is not excessive in terms of the number of local pupils enrolled in the same grade of that school. Schools receiving transported pupils should have reduced pupil-teacher ratios in order to

* The committee is of the conviction that playgrounds should be so organized that transportees and non-transportees are encouraged to participate in common activities, rather than transportees playing only with transportees and non-transportees only with non-transportees. It believes, on this point, that every effort should be made to avoid even the semblance of segregation.

make possible closer attention to individual instruction and to human relations. Care should be exercised in organization of classes receiving transportees to see that allowance is made for increased enrollment occasioned by families moving into the area.

4. Assignment of Less Mature Pupils to Regular Elementary Schools Rather Than to High School Buildings. Where space for transported pupils is available in high school buildings, it should to the fullest possible extent be utilized for transportation of seventh and eighth grade pupils only. Middle grade pupils should be transported to regular elementary schools. No pupil below sixth grade should be transported to a high school building.

5. Giving Transported Mentally Retarded Children Priority of Assignment to Special Classes. Mentally retarded pupils who have been tested and found eligible for special classes should be given highest priority for assignment to such classes rather than being assigned or retained as transportees. This would not only improve the educational situation for them but would also relieve the teacher of the responsibility of caring for a mental deviate in a situation in which he could not function satisfactorily.

6. Provision for Pupils to Remain an Educationally Reasonable Length of Time at the Same School. An effort should be made, other things being equal, to keep a pupil at the same school throughout the period he is being transported rather than transporting him to one school one year and another school the next. This gives the principal and teacher better opportunity to work with him and also reduces the number of schools with which individual parents must deal. It is also recommended that, since some vacated elementary school buildings (such as Dessalines, Waring, and Wheatley) are being utilized for housing transported pupils, the general policy be to assign as many as possible transportees from a single sending school (e.g. Dozier or Hempstead) to such a building, thus creating, other things being equal, a

more desirable educational situation than if pupils from one sending school were scattered in four or five buildings throughout the city.

7. Teacher Assignment to Schools Receiving Transportees. Since assignment to schools receiving transportees are among the more difficult in the city, special effort should be made to provide in each such situation a proper proportion of experienced teachers particularly interested and qualified for this type of assignment. Preference should be given to teachers who have had successful teaching or workshop experience in the field of human relations. The personnel division should be requested to be especially alert in their recruitment program to find teachers well qualified for this type of assignment. The success of the transition of 1954-1955 may be credited in part to placing skillful and experienced teachers--white and Negro--at critical integration spots.

8. Supervision of Children in Transit. Children waiting for buses, boarding buses, riding buses, and leaving buses should be under teacher supervision at all times. Teachers appointed for such supervision should report for duty in sufficient time to supervise pupils waiting for buses and should remain on duty a sufficient length of time to see that pupils are properly dismissed and well on their ways home. Arrangements should be made, if possible, to secure for each bus load of children the same size bus each day. There should be a seat for every child and teacher riding a bus. Principals of sending and receiving schools should exercise general supervision over the loading and unloading of buses at their respective buildings.

9. Organization for Instructional Purposes. The practice already being followed in certain schools, such as the Rock Spring, of attempting to attain maximum instructional efficiency and democratic human relations through judicious assignment of local and transported pupils to the fullest extent possible to the same classes for instruction in basic skill subjects,

content subjects, remedial reading, art and music, and physical education should be continued and expanded in those schools and spread to others. Implementation of the recommendation concerning organization of the school day, which would place transportees and local pupils on the same time schedules, should facilitate such expansion and spread.

10. Provisions for In-Service Training in Human Relations. In-service training for the specific purpose of continuously helping principals and teachers to devise and implement the best ways and means of simultaneously attaining the two basic objectives of instructional efficiency and democratic human relations in their particular schools should be made available to principals and teachers of all schools receiving transported pupils. (The committee is also of the opinion that consideration should be given to including some in-service training in human relations as part of the orientation program for teachers new to the system and to making available afternoon courses or workshops in human relations and the service of a human relations consultant to teachers and principals throughout the system.)

11. Pilot Programs. In the light of continuously changing conditions, there should be constant and well planned and safeguarded experimentation with various phases of the problem of bus transportation for relief of overcrowdedness. The committee in its nation-wide survey of practices and procedures relating to desegregation and integration in public education is finding several approaches to the problem on the part of major cities--the trend being towards integration of pupils of sending and receiving schools, particularly if the situation is longer than one year's duration. The committee is recommending that, at the earliest possible date (September, 1962, is recommended), at least one pilot project be undertaken in schools transporting pupils for relief of overcrowdedness in transportation of such pupils by city blocks. In one or two city blocks containing fifty pupils fourth

grade and above, for example, consideration might be given to transporting all fifty of these pupils to one school. This project, properly organized, would create greatly improved possibilities for pupil integration, since, on the average, approximately 12 pupils per grade would be classified into the rooms of the receiving school. It would also involve parents in not more than two schools and decrease traffic hazards.[1]

12. Compilation of Written Policies and Regulations Governing Bus Transportation for Overcrowdedness. Written policies and regulations governing operation of the program of bus transportation should be issued to principals and teachers. Among items suggested for specification or clarification in such regulations are time for teachers to report to supervisory bus duty, responsibilities of sending and receiving principals, lunchroom and recess policies, organization of school day, and organization for instructional purposes. Such regulations, if issued in loose-leaf form and filed with circulars from the Superintendent's office, could be easily kept up to date as revisions in the program are made.

These then are the basic recommendations relative to conduct of the bus transportation program for relief of overcrowdedness which the committee respectfully submits at this time. They include (1) a proposed organization of the school day for pupils in receiving elementary schools and a proposed organization of the school day for pupils transported to high school buildings,[2] (2) intensification of efforts on the part of all principals and teachers of schools receiving transportees to bring about fullest possible

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[1] Children may board the bus at the corner of the block in which they reside and be dismissed at the same corner.

[2] This recommendation has already been declared in operation.

integration of pupils, parents, and teachers in all aspects of school life--with emphasis on integration of playgrounds, lunchrooms, schoolwide projects, picnics, and parent activities, (3) maintenance, as far as possible, of suitable balance of numbers of transportees and local pupils of the same grade and reduced pupil-teacher ratios in schools receiving transported pupils, (4) assignment of less mature transportees to regular elementary school rather than high school buildings, (5) giving mentally retarded transported pupils priority of assignment to special classes, (6) provision for transported pupils to remain an educationally reasonable length of time at same receiving school, (7) positive efforts by those engaged in recruitment and assignment of personnel to secure additional teachers especially trained and qualified from the viewpoints of instructional efficiency and skills in human relations for service in this type of situation, (8) continued teacher supervision for children in transit, (9) continuance, expansion, and spread to the fullest extent possible of integration of local and transported pupils in classes for instruction in basic skill subjects, content subjects, remedial reading, art and music, and physical education, (10) provisions for in-service training in human relations, (11) at least one pilot demonstration program transporting pupils for relief of overcrowdedness by city blocks or areas rather than by grades, (12) compilation in loose-leaf form of policies and regulations governing various aspects of the operation of bus transportation for overcrowdedness.

The recommendations embodied in this progress report are based upon first-hand observations of members of the committee as they moved about in the field, their study of advancing thought in the area of intergroup relations, their visits to other cities and correspondence with educators elsewhere, and most of all, upon their interviews with St. Louis principals,

teachers, parents, and interested citizens intimately concerned with the problem. As is evident from Section III of the report, a substantial number of the recommendations enumerated in Section IV have come to the committee from principals, teachers, directors, parents, or interested citizens connected with sending or receiving schools. The role of the committee has been, to a very great degree (though not entirely), to evaluate the suggestions made in the light of its own observation and study and to incorporate them in a single policy statement. <u>These twelve recommendations are thus composite of the judgments and viewpoints of many people who are having daily experiences with one or more aspects of the problem.</u> <u>Most of them are already in the thinking of people actually at work in the schools concerned.</u> <u>The improvement of the program is not, therefore, so much a question of adoption of new practices as of adapting and spreading good practices already in use at one or more of our schools.</u> It is the consensus of the committee that the implementation of these recommendations under the leadership of the directors of elementary education and with the enthusiastic spirit of cooperation and community support which characterized the transition of 1954-55 would constitute a distinctly forward step in our educational program both from the angle of <u>instructional efficiency</u> and the angle of <u>improved human relations</u>. Judging from the splendid professional spirit of the teachers, principals, and directors in charge of the program, their sincere desire to implement in full the spirit as well as the letter of the Supreme Court's Decision, their personal concern for the psychological

well-being of all the pupils of their schools, their open-mindedness, creativity, and eagerness to discover new and better ways of achieving the socio-educational objectives to which we all subscribe, your committee is confident that step will be made.

Respectfully submitted

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